

LOCAL AGENCY FORMATION COMMISSION COUNTY OF SAN BERNARDINO

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FROM: MICHAEL TUERPE, LAFCO Analyst

TO: LOCAL AGENCY FORMATION COMMISSION

SUBJECT: Agenda Item #5: Initiation of Municipal Service Reviews/Sphere of Influence Updates for all Mountain and South Desert Region Local Agencies

RECOMMENDATION:

1. Initiate service reviews required by Government Code Section 56430, and sphere of influence updates required by Government Code Section 56425, for all cities and special districts located in the Mountain Region (generally north of the southern base of the San Bernardino Mountains and east of the Cajon Pass) and South Desert Region (generally begins in the Morongo Valley, east of Highway 62 (Twentynine Palms Highway), and continues to the Colorado River); and
2. Adopt the revised "Municipal Service Review", "City Profile Summary Sheet", "District Profile Summary Sheet", and "Sphere of Influence Change Supplement" forms, and direct staff to post the revised forms on the LAFCO website.

INITIATION OF THE MOUNTAIN AND SOUTH DESERT REGIONS:

At the February 2002 hearing, the Commission adopted its original local policies and procedures to guide the conduct of service reviews/sphere updates for cities and special districts in San Bernardino County. At the May 2003 hearing, the Commission amended those policies given its experience with completion of West Valley service reviews/sphere of influence updates (copy of policies included as Attachment #1). Those actions paved the way for the Commission to meet its statutory mandate to conduct service reviews and sphere of influence updates for all local agencies under its purview within the County.

Since this process began, the Commission has completed all of the West Valley and East Valley service reviews and sphere updates. For the Valley, all but two have been completed: the Central Valley Fire Protection District and County Service Area 38.

These items were withdrawn at the request of County Fire in 2004 and are now included as a part of the County Fire Reorganization.

LAFCO 3001 contains sphere of influence updates for the County governed fire entities: Yucca Valley Fire Protection District, County Service Area 38, Central Valley Fire Protection District, Lake Arrowhead Fire Protection District, and Forest Falls Fire Protection District. For the North Desert, County Service Areas 42 and 64 are scheduled for consideration on this agenda and their completion would conclude the Victorville community portion. Thirty-two service reviews remain with the Apple Valley community scheduled for the January 2007 hearing with the remaining communities anticipated in the months to follow.

The mandated deadline in the statutes to complete the service reviews and sphere updates is January 1, 2008. However, due to increased proposal activity the Commission will be unable to meet the deadline. The proposals included the County Fire Reorganization and its alternative proposal, the formation of the Phelan/Pinon Hills Community Services District, and the consolidation of two water districts. Given the increased proposal activity, the Commission gave priority to processing jurisdictional change proposals. Staff is working towards completing the service reviews and sphere updates for the remainder of the County by Fall of 2008.

Based on the Commission's action to divide the County into five geographic regions (to correspond with the statutory five-year review period), it is now appropriate for the Commission to initiate proceedings for service reviews/sphere of influence updates for the South Desert and Mountain areas (Regions 4 and 5 on the schedule).

The Mountain region is generally north of the southern base of the San Bernardino Mountains and east of the Cajon Pass. It includes the Crestline, Lake Arrowhead, Running Springs, Big Bear Valley and Forest Falls Communities.

The South Desert region generally begins in the Morongo Valley, east of Highway 62 (Twentynine Palms Highway), continues to the Colorado River, and includes the Morongo Basin, Colorado River, Interstate 15, and Interstate 40 Corridor Communities. Specifically, staff recommends that the Commission initiate service reviews/sphere studies for the following local agencies identified by region and community:

MOUNTAINS

Regional

- Crestline-Lake Arrowhead Water Agency
- Rim of the World Recreation and Park District
- San Bernardino Mountains Community Health Care District

Crestline

- Crestline Village County Water District
- Crestline Sanitation District
- Crest Forest Fire Protection District

County Service Area 18 (roads, water, parks)
County Service Area 54 (streetlighting)

Lake Arrowhead

Lake Arrowhead Community Services District
County Service Area 59 (roads)
County Service Area 68 (roads)
County Service Area 69 (roads)

Running Springs-Arrowbear-Green Valley Lake

Running Springs Water District
Arrowbear Park Water District
County Service Area 73 (parks, streetlighting)
County Service Area 79 (water, sewer, roads)

Big Bear Valley

City of Big Bear Lake
Big Bear City Community Services District
Big Bear Airport District
Big Bear Valley Municipal Water District
Big Bear Valley Recreation and Park District
Big Bear Lake Fire Protection District (city subsidiary)
County Service Area 53 (streetlighting, sewer, roads, water)

SOUTH DESERT

Regional Agencies

Hi-Desert Memorial Health Care District

Morongo Valley

Morongo Valley Community Services District

Yucca Valley

Town of Yucca Valley
Hi-Desert Water District
Yucca Valley Airport District

Landers-Flamingo Heights

Big-Horn Desert View Water Agency

Joshua Tree

Joshua Basin Water District
County Service Area 20 (streetlights, roads, parks)

Twentynine Palms

City of Twentynine Palms

Twentynine Palms Water District
Twentynine Palms Cemetery District

Big River
Big River Community Services District

Needles
City of Needles

Baker
Baker Community Services District

There are a number of public agencies providing services in the Mountain and South Desert regions that are not under the Commission's purview for the establishment of spheres of influence. These agencies will impact the municipal service reviews conducted by the Commission for their respective communities; therefore, staff will seek to gather and provide information on the services they offer. The agencies, known at this time, are:

MOUNTAIN

County Service Area 53
Improvement Zone A (Fawnskin - streetlights)
Improvement Zone B (Fawnskin - sanitation)
Improvement Zone C (Fawnskin – water feasibility)

County Service Area 70:
Improvement Zone CG (Cedar Glen – water)
Improvement Zone D-1 (Lake Arrowhead – dam maintenance)
An estimated 18 improvement districts for road maintenance

County Service Area 79 Improvement Zone R-1 (Green Valley Lake)

City of Big Bear Lake Department of Water and Power
Private and Mutual Water Companies

SOUTH DESERT

County Service Area 70:
Improvement Zone F (Morongo Valley – water)
Improvement Zone HL (Havas Lake - refuse)
Improvement Zone M (Wonder Valley – park, road maintenance)
Improvement Zone TV-2 (Morongo Valley – TV translator)
Improvement Zone TV-4 (Wonder Valley – TV translator)
Improvement Zone TV-5 (Mesa – TV translator)
Improvement Zone W-1 (Goat Mountain – water)

Improvement Zone W-3 (Hacienda– water)
Improvement Zone W-4 (Pioneer Town – water)
Improvement Zone R-19 (Copper Mountain – road maintenance)
Improvement Zone R-20 (Flamingo Heights – road maintenance)
Improvement Zone R-26 and 29 (Yucca Mesa – road maintenance)

Private and Mutual Water Companies

REVISED FORMS:

Currently, Municipal Service Reviews must analyze and make determinations about nine specific topics (Government Code Section 56430, added by AB 2838, Hertzberg, 2000). After some experience with the *Local Government Reorganization Act of 2000*, LAFCO staffs and other local officials stated that current law places too much emphasis on cost avoidance, rate restructuring, and management efficiencies. They wanted to simplify the required contents of municipal service reviews. Assembly Bill 1744 (approved by the Governor on September 26 – effective January 1, 2008) revised the contents of the municipal service reviews, reducing the list of determinations from nine to six. The six determinations are as follows:

1. Growth and population projections for the affected area.
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
3. Financial ability of agencies to provide services.
4. Status of, and opportunities for, shared facilities.
5. Accountability for community service needs, including governmental structure and operational efficiencies.
6. Any other matter related to effective or efficient service delivery, as required by commission policy.

Determination #6 listed above requires a written statement of, “any other matter related to effective or efficient service delivery, as required by commission policy”. However, the Commission’s policies related to service reviews (Policies #32 and #33 – included as Attachment #1) do not outline additional issues to be discussed. Therefore, no statement is necessary for this determination unless the Commission modifies its service review policies to reflect an additional issue to be discussed. Additionally, staff is not recommending any changes or additions to the Commission’s policies related to service reviews.

To reflect the changes in the statute, staff is recommending a revision of the “Municipal Service Review”, “City Profile Summary Sheet”, “District Profile Summary Sheet”, and “Sphere of Influence Change Supplement” forms. The “Municipal Service Review” and “Sphere of Influence Change Supplement” forms incorporate the change in the statute as described above, but do not request Determination #6 since the Commission’s policies related to service reviews do not outline additional issues to be discussed. Should the Commission determine that an addition is necessary, this section would be modified. Budget information has been removed from the “Profile Summary Sheets”

since a copy of the budget document itself is now requested in the "Municipal Service Review" form. Staff's proposed revisions to the forms are included as Attachment #2. Additionally, the amended Section 56430 effective January 1, 2008 is included as Attachment #3.

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Attachments:

1. Copy of SB LAFCO Policy #32 (Service Review Policies) and Policy #33 (Service Review Requirement for Sphere of Influence Amendments)
2. Proposed Amended Municipal Service Review Form, City Profile Summary Sheet, District Profile Summary Sheet, and Sphere of Influence Change Supplement Form
3. Amended Government Code Section 56430 (Excerpt from Assembly Bill 1744)